

July 22, 1977

TO: All Commissioners and Alternates; Design Review Board; Engineering  
Criteria Review Board; Advisory Committee

FROM: Charles R. Roberts, Executive Director

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

SUBJECT: MARINA DEVELOPMENT, DEMAND AND CAPACITY (FOR INFORMATION ONLY)  
(For Commission consideration on August 4, 1977)

JUL 28 1977

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### Background

At its June 27, 1977 meeting, the Design Review Board expressed concern that "the recent surge of applicants for BCDC permits to construct marinas... raises many appearance, design and social questions." Board members fear that boat owners, a small segment of society, may be benefiting at the expense of the remainder of the public. Accordingly, they asked for a study of the situation and for establishment of additional criteria for evaluating future marina applications (letter attached). Since the request apparently focuses on a possible conflict between the Commission's recreation and public access goals, staff has conducted a brief study of the issue. This report represents the findings of that initial examination. It also proposes that an indepth analysis of the impacts of marina development be undertaken.

### Plans and Projections

The Bay Plan finds that marinas, offering opportunities for popular water-oriented recreation, should be encouraged at locations around the Bay. The Plan estimates that 200 marinas with capacity for 70,000 boats will be necessary to meet recreational needs in the nine-county Bay Area by the year 2020. Plan maps identify 77 existing and proposed marinas on the Bay itself.

These projections were based on a 1964 Department of Harbors and Watercraft study which has since been updated by a successor agency, the Department of Navigation and Ocean Development (DNOD). In that 1973 update many of the earlier projections were reduced. For example, while the Bay Plan forecast that 24,000 boats in the nine counties would require wet storage by 1975, DNOD now suggest that this demand level will not be reached until 1980. Since the 1970 marine resources inventory found 16,449 marina berths in the region, an additional 7,550 spaces or 755 per year would be necessary to satisfy the projected 1980 demand.

Regional boating opportunities, however, are not limited to the Bay. Boats berthed along the ocean coast or at one of the numerous riverfront marinas may never enter Bay waters. Others are based in the Bay, but spend a good deal of time cruising in the Delta or outside the Golden Gate. It is, therefore, difficult to quantify precisely the need for boat slips within BCDC's jurisdiction. It is assumed, however, that most people prefer to berth their boats close to home, and for most boat owners the Bay is the nearest body of water.



DNOD's 1973 study found that approximately 70 percent (11,431/16,449) of the region's 1970 berths were in San Francisco, San Pablo or Suisun Bay. The distribution by county is listed in Table A. If this ratio is deemed acceptable and it is desired that it remain constant, the installation in the Bay of 5,285 additional berths (529 per year) between 1970 and 1980, would meet DNOD's projection noted above.

#### Permits Issued

Since mid-1970 the Commission has approved and amended 23 permits for a total of 3,736 additional boat slips (Table B). One thousand two hundred and seventy of the berths were to be located in eight new marinas; the remainder represent expansion of existing facilities.

The approval rate has averaged 534 berths each year, but some ten percent of the total were planned for houseboat moorage rather than for recreational craft. Furthermore, many approved slips have not yet been constructed. Apparently, supply is falling behind the demand predicted by DNOD.

To verify this, staff contacted several marinas in all sections of the Bay and found only a handful of vacant slips, usually for very large or very small boats. No vacancies are available for the large middle range of boats, 23 to 36 feet in length. Most marinas have long waiting lists (up to five years in San Francisco and Sausalito) which, even considering duplication, indicate considerable unmet needs.

Activity is accelerating, however. Six permits and one amendment authorizing 1,415 slips have been granted by the Commission in the past six months, and the staff is aware of as many as a dozen projects totaling over 6,000 berths in various stages of planning or discussion (Table C). The accompanying map shows the general locations of the proposed and approved berths. Other preliminary studies may not yet have come to staff's attention. The number of proposals which may actually result in permit applications, of course, cannot be calculated. Neither can we know the timing of development if approved.

#### Bay Capacity

This large number of planned slips representing an equal number of new boats raises the question of whether the Bay is in danger of becoming overloaded with pleasure craft. DNOD, in planning for lakefront boating facilities, calculates capacity at one acre of water surface per boat for fishing, four acres per boat for cruising, and ten acres for water skiing and other high speed activities. The Bay though, unlike a lake, is not a closed system in that boaters can move beyond its boundaries to the ocean or the rivers. On the other hand, the recreational boater on the Bay must share its surface with the daily traffic of large commercial and military vessels moving into and out of the harbor. For these reasons DNOD has never established capacity criteria for the Bay. To do so, in addition to the problems noted above, would require resolving the issue of large boat/small boat mix. More than 85 percent of the 151,000 boats now registered in the nine-county region are stored out of the water, either at the owner's home or at some dry storage facility. All of these factors must be considered in examining the Bay's surface capacity.



### Public Access

Surface capacity is only one issue, however; shoreline capacity is another. As noted by the Design Review Board, the proliferation and expansion of marinas are requiring the commitment of large portions of shoreline to serve the needs of a relatively affluent minority of the population. Marinas of necessity require proximity to the water, and attempts to limit fill frequently result in designs which place the boats between the public and the Bay. Therefore, even parklands associated with marinas may have waterfront views restricted by commercial and marina development.

### Future Work

DNOD is currently updating its marine resources inventory, which will catalog all Bayside marinas. Boating facilities along with other shoreline land uses are also being surveyed in the Commission's Public Access Study. When these efforts are completed next year, detailed information will be available on existing access to the Bay shore, opportunities to expand it and encroachments to be avoided. Also, the BCDC planning program for Fiscal year 1978-79 envisions expanding on the Public Access Study to update and expand the Recreation Element of the Bay Plan. As one component of that update, a marina study is proposed to examine in detail all the issues discussed in this report: availability of berths, present and projected demand, impacts on appearance and limited shoreline resources, and capacity of the Bay surface to handle traffic.

Before this study is undertaken, the Commission, as well as the Design and Engineer Boards, and the Advisory Committee, will have an opportunity to review the work program in detail.





## SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

30 VAN NESS AVENUE

SAN FRANCISCO, CALIFORNIA 94102

PHONE: 557-3686



June 27, 1977

Mr. Joseph C. Houghteling, Chairman  
San Francisco Bay Conservation and  
Development Commission  
30 Van Ness Avenue  
San Francisco, California 94102

RECEIVED  
JUN 28 1977

SAN FRANCISCO BAY CONSERVATION  
& DEVELOPMENT COMMISSION

Dear Mr. Houghteling:

The recent surge of applicants for BCDC permits to construct marinas along the Bay's shoreline concerns many of us on the Design Review Board. The image of a future shoreline almost entirely ringed by sailing masts raises many appearance, design and social questions.

Most of these applicants are local governments with the promise of a major grant to construct their marina from the seemingly endless resources of the Department of Navigation and Ocean Development (DNOD).

This letter is to alert the Commission to this issue, and to request the staff to:

1. Assess the situation and prepare a staff report on the number and size of existing and proposed marinas along the Bay;
2. Consult with staff of DNOD and identify conflicts (if any) between DNOD and BCDC objectives and policies; and
3. Develop a maximum marina capacity plan for each of the major areas of the Bay for use in evaluating future marina applications.

Sincerely,

WILLIAM H. LISKAMM

Chairman, Design Review Board

WHL/lrs

cc: Charles R. Roberts  
Edward C. Bassett  
Garrett Eckbo  
Jacob Robbins  
Kenneth Simmons



TABLE A

MARINA SLIPS BY COUNTY, 1970

<u>COUNTY</u>	<u>BAY BERTHS</u>	<u>TOTAL BERTHS</u>
Alameda	3,148	3,225
Contra Costa	2,013	5,059
Marin	2,740	2,892
Napa	0	798
San Francisco	1,548	1,548
San Mateo	1,273	1,285
Santa Clara	297	322
Solano	412	1,112
Sonoma	0	208
TOTALS	11,431	16,449

Source: Appendix C, Boating Resources and Development Planning Study prepared for California Department of Navigation and Ocean Development, by Arthur Young and Company, October 1973







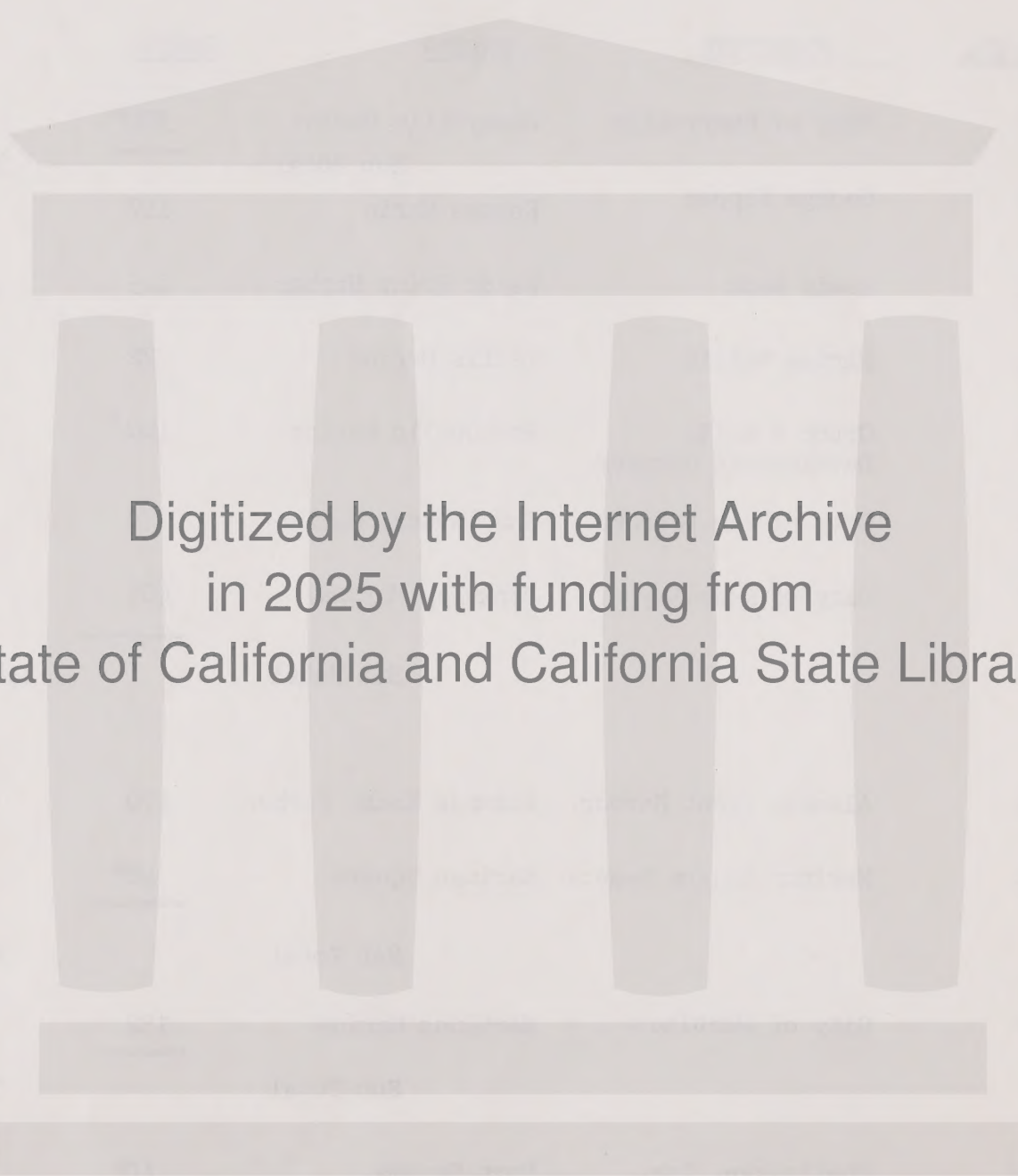
TABLE B

MARINA PERMITS 1970-1977

<u>PERMIT NO.</u>	<u>PERMITTEE</u>	<u>MARINA</u>	<u>BERTHS</u>	
1-70	City of Emeryville	Emeryville Marina	374*	
		Sub Total		374
4-71	George Kappas	Kappas Marin	117	
5-71	Lewis Cook	Waldo Point Harbor	245	
6-71	Miriam Tellis	Tellis Marina	22	
32-71	Grubb & Ellis Development Company	Portobello Marina	100*	
35-71	City of San Leandro	San Leandro Marina	178	
37-71	City of Berkeley	Berkeley Marina	405	
		Sub Total		1,067
4-4-72	Alameda Yacht Harbor	Alameda Yacht Harbor	170	
5-72	Mariner Square Assoc.	Mariner Square	48*	
		Sub Total		218
8-73	City of Martinez	Martinez Marina	132	
		Sub Total		132
16-74	Shellmaker, Inc,	Port Sonoma	40*	
17-74	Robert Hannon	Martinez Marina	28	
		Sub Total		68

\*New Marinas

Source: BCDC Permit Files



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1-75	Ned Martin	Pelican Harbor	90*	
13-75	Santa Clara County	Alviso Marina	32	
		Sub Total		122
1-76	Port of Oakland	Embarcadero Marina	213	
7-76	Port of San Francisco	Mission Creek Harbor	55*	
9-76	San Mateo County	Coyote Point Marina	146	
22-76	Warren Simmons	North Point Marina	300*	
24-76	Western Water Ways	Glen Cove Marina	194	
26-76	Sausalito Yacht Harbor	Sausalito Yacht Harbor	200	
		Sub Total		1,108
1-77	City of South San Francisco	Oyster Point Marina	322	
5-77	City of Benicia	Benicia Marina	309*	
6-77	Point San Pablo	Point San Pablo Marina	16	
		Sub Total		647
		TOTAL APPROVED		3,736

\*New Marinas

Source: BCDC Permit Files





TABLE C

POTENTIAL MARINA PERMIT APPLICATIONS

<u>PLANNING STAGE</u>	<u>BERTHS</u>
1. Plans submitted to BCDC for review:	
Redrock Marina	185
2. DNOD Construction Funds Budgeted:	
East San Rafael	600*
Richmond	500*
3. DNOD Planning Funds Granted:	
Albany	500*
Brisbane	400*
4. Preliminary Discussion/Planning/Evaluation:	
+Cooley Landing	350*
Deak's Sausalito Marina	106*
Foster City	300*
Mobil - Bair Island	600*
Mobil - Belmont Slough	6,000*
Palo Alto	86
Richmond	1,500
	<hr/>
TOTAL	6,127

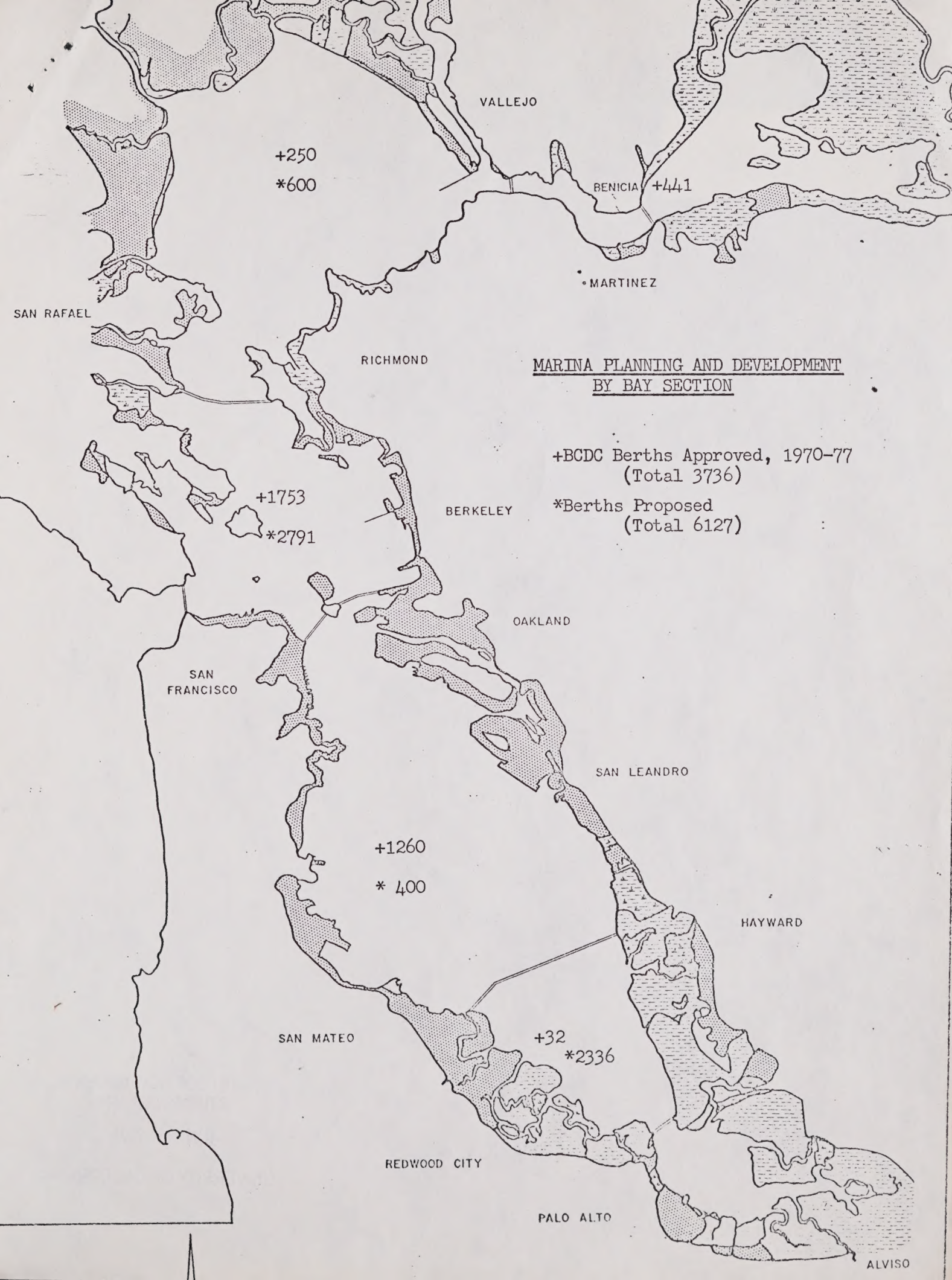
\*New Marinas

+One of three potential Westbay Corporation Marinas

Source: Staff contacts with Developers and DNOD; Press reports







VALLEJO

+250  
\*600

BENICIA +441

MARTINEZ

SAN RAFAEL

RICHMOND

MARINA PLANNING AND DEVELOPMENT  
BY BAY SECTION

+BCDC Berths Approved, 1970-77  
(Total 3736)

\*Berths Proposed  
(Total 6127)

BERKELEY

+1753  
\*2791

OAKLAND

SAN  
FRANCISCO

SAN LEANDRO

+1260  
\* 400

HAYWARD

SAN MATEO

+32  
\*2336

REDWOOD CITY

PALO ALTO

ALVISO

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